DOCUMENT RESUME

ED 270 426 SP 027 661

AUTHOR Hood, Stafford; Parker, Larry
TITLE Preliminary Considerations of Illinois Education Reform Legislation: Teacher Competency Testing.
PUB DATE 28 Feb 86
NOTE 43p.; Paper presented at the Annual Meeting of the American Association of Colleges for Teacher Education (Chicago, IL, February 26-March 1, 1986).
PUB TYPE Speeches/Conference Papers (150) -- Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Admission Criteria; Beginning Teachers; *Minimum Competency Testing; *Standardized Tests; *State Legislation; *Teacher Certification; Teacher Education
IDENTIFIERS *Illinois; *Teacher Competency Testing

ABSTRACT

This paper traces the evolution of the statutory reforms passed by the Illinois General Assembly to upgrade the quality of those entering the teaching force in Illinois. Part one briefly examines the national trends in testing for admission into teacher education programs prior to certification. Part two focuses on the Illinois movement to test beginning teachers. An examination is made of how the policy making process translated the various sets of recommendations into the final legislative language requiring testing for the certification of new teachers beginning July 1, 1988. Personal interviews with some of the individuals who played key roles in the drafting of legislation, as well as those who will have primary responsibilities in the implementation process are featured. The third part discusses the legal, political, equity, and validation ramifications associated with testing new teachers, and how the Illinois Certification Testing System will attempt to address these issues. The legal and political problems raised by some recent research studies and court actions are briefly reviewed. Appendixes include tables providing information on testing in the other states and a reprint of a section from the School Code of Illinois. (JD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED270426

Preliminary Considerations of Illinois Education Reform Legislation: Teacher Competency Testing

Stafford Hood
Illinois State Board of Education

Larry Parker
University of Illinois-Urbana

Presented at the Annual Meeting of the American Association of Colleges for Teacher Education
Chicago, IL
February 28, 1986

CS 027 601

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

S. Hood
L. Parker

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Preface

The utilization of standardized tests as part of the certification process is a continuing controversial issue. Even though these tests have limited predictive value in identifying effective teachers (or other educational personnel) this has not prevented an increasing majority of states from adopting this approach. The authors have attempted to trace the evolution of the initiative to test teachers for certification and focused particularly on the course of events leading to the recently passed legislation in Illinois.

The approach which we have used has been a review of the relevant literature, state documents, and interviews with key actors in Illinois (e.g. legislators, legislative staff, and Illinois State Board of Education staff). By far the interviews with these individuals were far more interesting (at least from our perspective). Therefore we would like to thank the following individuals:

Ted Sanders, State Superintendent of Education (Illinois State Board of Education);

Susan Pentz, Assistant Superintendent for Professional Relations (Illinois State Board of Education);

Robert Leininger; Governmental Liaison (Illinois State Board of Education);

Thomas Kerins, Manager of the Program Evaluation and Assessment Section (Illinois State Board of Education);

BEST COPY AVAILABLE

Representative Helen Satterwaite, Illinois House of Representatives;

Reg Weaver, President (Illinois Education Association);

Carol Lampard, (legislative staff);

Brenda Holmes, (legislative staff); and

Steve Henrickson, (legislative staff).

We have approached teacher competency testing with guarded optimism even though we do have strong reservations about the overall use of standardized testing. We concur with the view that such tests have served as an effective "gatekeeper" against minorities (Karier, 1972; Haney, 1982). Nevertheless, the snowball effect of the education reform movement (which includes testing for students and educational personnel) presently makes standardized testing an inescapable reality. We believe that if there is to be teacher competency testing, we must be relentless in our efforts to use only those tests and implementation processes which seek excellence but also insure equity.

Note: The opinions expressed in this paper are solely those of the authors and do not reflect the opinions of the Illinois State Board of Education or the University of Illinois (College of Education).

Introduction

During the last few years, a plethora of national commission papers and news media reports have criticized teacher education (Carnegie Foundation for the Advancement of Teaching, 1983; National Commission on Excellence in Education, 1983; National Commission on Excellence in Teacher Education, 1985). These and other position papers and reports have asserted that:

1. The standardized test scores of education majors and recent teacher education graduates have been significantly lower than their non education counterparts;
2. The teacher education curriculum lacks academic rigor;
3. The recent graduates of teacher education programs are not considered to be sufficiently competent to prepare children for this rapidly changing society; and
4. The standards for entering teacher education programs are too low. Moreover, the certification standards are likewise so low that virtually anyone could be certified.

Such criticisms directed at the teacher education programs prompted several states to enact new statutory and regulatory procedures governing teacher education and certification. In particular, such states have required more rigorous standards for entrance into teacher education programs, as well as some form of testing after program completion (but prior to certification). The purpose of this paper is to trace the evolution of the statutory reforms in one state, (those passed by the Illinois General Assembly) to upgrade the quality of those entering its teaching force.

BEST COPY AVAILABLE

Competency testing for new teachers and the upgrading of teacher education programs continues at an unabated pace in the United States. In many ways, the movement in Illinois to upgrade the quality of the teaching force is a reflection of this national trend. This is especially true when we consider the possible legal, political, and equity battles that such legislation may encounter. Although we shall focus on Illinois, this case study may serve as a concrete illustration of how the larger legal and theoretical issues underlying testing for certification, have been basic within educational reform. We also hope that this paper can assist educators and policy makers to recognize the mistakes made by other states and consequently benefit from that knowledge.

The first part of the paper will briefly examine the national trends in testing for admission into teacher education programs and prior to certification. Some of the preliminary results of these tests gathered by various researchers (Goertz, Ekstrom and Coley, 1984 and Garcia, 1985) will be reported. Part two will focus on the Illinois movement to test beginning teachers. In this section, we will look at how the policy making process translated the various sets of recommendations into the final legislative language requiring testing for the certification of new teachers beginning July 1, 1988. Personal interviews with some of the individuals who played key roles in the drafting of the legislation, as well as those who will have primary responsibilities in the implementation process will be featured.

The third part of this paper will discuss the legal, political, equity, and validation ramifications associated with testing new teachers, and how the Illinois Certification Testing System will attempt to address these issues.

BEST COPY AVAILABLE

Specifically, section three will look at some of the legal and political problems raised by Garcia (1985) and Flippo (1985), as well as the possible impact of the Golden Rule Insurance Company v. Mathias, case (Ill. App. 408N. E. 2d 310 (1980)) as reported by Freeman, Hess, and Kasik (1985) may have on testing for initial certification. Within this context we will also consider the possible conflict which may exist between efforts to achieve excellence in teaching (through testing) while also seeking to enhance the equity goals of access and full participation in the teaching occupation (Dillworth, 1984). To be sure, the psychometric ramifications deserve partial attention. However, we believe that in the public policy making arena the legal, political and equity issues will be far more explosive. We conclude by offering recommendations as to what states might do to improve the quality of the teaching force through testing, but at the same time effectively deal with the legal, political, and equity problems which accompany such efforts.

Part A. A National Overview of Changes in Teacher Education/Testing.

As stated earlier, states are moving at a fast and furious pace in the efforts to test students prior to entry into teacher education programs and for initial certification. For example, Sandefur (1985) reported that at least 38 states require some type of competency assessment (see Appendix A). The majority of states have opted for a test or series of tests which assess one or more of the following areas: 1) basic skills; 2) subject matter knowledge; and 3) pedagogical or professional knowledge.

BEST COPY AVAILABLE

The states that have used testing for certification have either used standardized tests such as the National Teacher Examination (NTE), the Pre-Professional Skills Test (PPST), or customized exams developed by or for the states themselves (Arizona Teacher Proficiency Examination (ATPE), Georgia Teacher Certification Tests, or the California Basic Educational Skills Test (CBEST)). Some of these tests assess in multiple areas while others focus on a particular area. ETS, as the developer of the NTE, contracts with the largest number of states for the utilization of standardized tests for teacher certification. Prior to its development of the PPST, it contracted with California for the development and administration of the customized CBEST. The CBEST assesses proficiency in the basic skills areas of reading, writing and mathematics the same areas assessed by the PPST). However, National Educational Systems is the self proclaimed "pioneer" in the area of customized tests and has developed tests for certification in Georgia, Alabama, Oklahoma, Texas, Connecticut and West Virginia.

The NTE, ATPE, CBEST and PPST are key examples of the wide variety of exams used to assess teacher candidates before certification. Despite research that indicated the futility of attaining the most accurate measurement of teaching performance through testing (e.g., Gideonse, 1985; Garcia, 1985), states still persist in using tests for the certification of new teachers. The results of the use of these tests on the racial composition of the new teaching force has not been encouraging. For example, Garcia (1985) found that Blacks, Hispanics and Native Americans have had a much higher failure rate than their white counterparts. The work done by Smith (in press) lends further support (see Appendix B). Smith reported that in Louisiana, 15% of the Blacks passed the NTE exam for certification when it was instituted

BEST COPY AVAILABLE

while 78% of the whites passed the exam. Kelly (1985) reported that during the initial pilot testing for the ATPE, the success rates were as follows. Whites-73%; Hispanics-42%; Blacks-25%; and Native Americans-23%. In California, the initial pilot testing for the CBEST indicated that although 69% of all first time test takers passed, only 25 to 30% of the Black and Hispanic teacher candidates were able to pass (Marsh, 1985).

The high failure rate of minorities has led to charges of cultural bias within the tests. As a result, a few of the states are reviewing their tests to address these charges, or they are requiring the state education agency to examine the possible problem of racial bias. For example the Connecticut State Board of Education has asked that the certification exam (which is to be fully implemented in the Spring of 1986) be field tested to assure test validity and the elimination of cultural bias (Competency Assessment Activities by State, 1985). The early problems with the ATPE and the CBEST led both the Arizona and California State Boards of education to examine their respective exams for cultural bias, but this type of review for racial or cultural bias seems to be more of the exception than the rule (Competency Assessment Activities by State, 1985). In fact, Garcia (1985) reported that not all of the states collected statistics on pass/fail rates based on race or ethnicity (Illinois will collect this data). Therefore questions can be posed regarding the process used to validate the test itself and the determination of passing scores.

Besides the problem of racial disparties which occur through the use of the certification tests, there is also the issue of the effect the tests may have on the future pool of teachers. Goertz, Ekstrom, and Coley (1984) reported that it has been difficult to judge the effects of teacher testing

9 BEST COPY AVAILABLE

for certification, but they noted that while testing is continuing at an unabated pace, more and more teachers will be needed, especially in the areas of math and science. Darling-Hammond (1984) also noted that a general shortage of teachers is imminent. Testing for teacher certification is not the only variable effecting of the teacher shortage. However, the use of these tests is increasing at a time when future teaching personnel shortages are forecasted.

To summarize, many states have instituted more strict entrance requirements into teacher education programs and/or tests prior to certification. A few states have called for an actual performance evaluation component, in addition to a paper and pencil test prior to certification--but the vast majority of these states have opted for exams like the NTE or CBEST for initial certification. Some of the exams measure basic skills or subject matter knowledge, while other tests measure a wide range of skills (e.g., pedagogical or professional knowledge). It is too early to tell if these efforts will have a significant impact on the number of new teachers presently entering the profession. It is clear that regardless of the type of test used there are likely to be delerterious effects on the ranks of new minority teachers for the year 2000.

Part II. The Illinois Movement Toward Teacher Competency Testing

As early as 1980 the Illinois Association of School Boards (IASB) began to echo the concerns of other states (primarily in the south) by recommending that educational personnel be tested in basic skills areas and the major fields of assignment prior to certification (Pugach and Raths, 1983). Since that time, the rush towards educational reform in Illinois has been moving at break-neck speed.

BEST COPY AVAILABLE

Shortly after IASB made its recommendations the Illinois State Board of Education (ISBE) called on its staff to conduct a major study on the "Quality of the Preparation and Performance of Illinois Educational Personnel" and submit its recommendations to the State Board. It was reported by the ISBE staff (April 28, 1983) that "the study was designed to focus on a number of areas of public concern that have been, and continue to be described in the mass media, national and state studies of education, and research and scholarly journals (ISBE, 1983, p.3). Two questions which the study addressed were: Is the assessment of a candidates academic and practical performance during preparation sufficiently rigorous? and, Is the certification process rigorous enough to insure a quality teaching force in Illinois?

In studying the above and other related questions the ISBE staff reviewed activities occurring in other states; as well as Illinois efforts over the past decade. In addition to this information, the staff also collected survey data from Illinois school districts. The report concluded that "evidence indicates that Illinois teacher education institutions have not as a group, acted decisively to demand excellence in both academic and practical performance of rigorous requirements for admission into the retention in preparation programs" (ISBE, 1983, p.7).

While the ISBE staff's recommendations called for greater accountability from the teacher preparation programs and more rigorous certification requirements after graduation, these recommendations stopped short of recommending paper and pencil tests as the means of assessing students and teacher candidates.

BEST COPY AVAILABLE

There were several possible reasons why the ISBE study committee did not specify that a standardized instrument be used. For example, the committee may have not had exclusive confidence in the utilization of such test for certification; the teacher preparation programs and/or the teachers unions may have opposed the tests; or the problems associated with these tests may have been a deterrent. When Sue Fentz, Assistant Superintendent for Professional Relations (ISBE), was asked why the committee did not include such a recommendation she responded:

"Well the recommendations from the Quality of Educational Personnel Study" did call for specific attention in terms of beefing up admission requirements. And these recommendations were put together by panels of educators across the state who were convinced that if we did a better job at the time young people were thinking about becoming teachers, we would not have the need for testing at the time of exit. That if we did a better job of bringing in and recruiting bright, young capable people, and making it rigorous, making it demanding, that you would not need an additional check at the time of exit." (Personal interview 1/86)

Therefore it can be suggested that the members of the study committee (ISBE staff and other educators) were not convinced that testing should be a part of the effort to assess teacher education students and candidates prior to certification. However, this was not a view shared by the legislators or the other constituent groups.

Once the Quality of Education Personnel Study recommendations had been reported in April of 1983 it was not long before the Illinois General Assembly enacted Senate Joint Resolution 61. This resolution created "a special time limited commission to examine the status of education in Illinois and offer recommendations for the improvement of elementary and secondary education" (Illinois Commission on the Improvement of Elementary and Secondary Education (ICIESE) 1985). Henceforth referred to as the "Commission".

BEST COPY AVAILABLE

The creation of the Commission can be viewed as a very wise move by the Illinois General Assembly. The fact that this Commission had the representation of influential bipartisan legislators, the major educational organizations, teacher educators, and the business community would serve as a major forum for establishing consensus on educational reform. Interestingly, a key member of the ISBE staff (Bob Leininger) indicated that this Commission was created somewhat hastily. The ISBE Governmental Liaison is one of the major actors in the process to pass education legislation. This individual is intricately involved with interests groups, the Governor's Office and Legislature so that the State Superintendent stays abreast of the legislative process. Leininger stated:

"Now the Commission was nothing more initially than a knee jerk reaction to the Nation at Risk. We (ISBE) wrote the...resolution. This was a way to stave off, to give us some time to get our act together because they (were) expecting something that we (did not have). If you will go back and check the history of the resolution that created the Commission, it wasn't even heard of until the next to the last day of the session. I get to the corner (on the way to the capitol) and (former) Superintendent Gill handed me the resolution. I turned around and came right back because they had left out a representative from the School Problems Commission. We took it back and changed it and it passed 24 hours later. That was an effort of buying time."

This statement by Leininger is quite enlightening in that it reveals that the resolution creating the Commission was actually written by ISBE staff as a "knee jerk reaction to a Nation at Risk" and to give the agency some time to prepare for an education reform package. By creating the Commission Illinois policy makers and bureaucrats would have the time to collect data, hear from the various interest groups, and begin building consensus prior to the legislative process to pass the Illinois education reform package.

BEST COPY AVAILABLE

The Commission had a membership of twenty with representation from both houses of the General Assembly, educational organizations, teacher educators, and the business community. In September of 1983, the Commission began a one year series of 14 public hearings around the state which resulted in hundreds of written and verbal testimony from teachers, teacher educators, parents, students, local education agencies, unions and other associations. These hearings were completed in March 1984 and its final recommendations were submitted in January 1985.

In July of 1984 the Commission disseminated its preliminary report. Some felt that the information which had been compiled during the statewide hearings was used effectively in the House of Representatives to pass H.B. 3218 in June of 1984. This bill would have amended the School Code of Illinois by requiring the "State Board of Education to establish a test for minimal competency applicable to persons who after July 1, 1988 make their initial application for an early childhood, elementary school, special, high school or administrative certificate..." While this bill passed the House of Representatives, it failed to reach a vote in the Illinois Senate and was therefore killed for that legislative session. It would appear that the Senate was not prepared to vote until the Commission submitted its final report in January of 1985.

In regard to testing, the Commission sought a basic skills test for entry into preparation programs and subject matter knowledge tests used for initial certification. While the legislative language did not include a test for admission into teacher preparation programs, both a basic skills test and subject matter knowledge test were incorporated as requirements for certification.

BEST COPY AVAILABLE

The Commission's final report seemed to spearhead the inclusion of the testing requirement for certification for the January 1985 legislative session. Yet, unlike many other bills, the consensus on educational reform appeared to have been gained early. In one harmonious note during January 1985 the Illinois Project on School Reform, the Illinois Federation of Teachers, and the Chicago Teachers Union all recommended that teacher candidates be tested in the area of basic skills areas and subject matter knowledge, prior to certification. The legislature, the unions, the Governor's Office, and educational associations were in agreement on the main points of the reforms in teacher testing (in particular) and excellence in education in general, before the actual legislation was formally introduced in the 1985 Spring legislative session. The provision for testing prior to certification was <u>not</u> a primary concern.

Both the Illinois Education Association (IEA) and the Illincis Federation of Teachers supported the evaluation of teachers but not the testing of currenlty certified teachers. Reg Weaver (President, IEA) indicated that the IEA had always been in favor of teacher evaluations but it is necessary that they be jointly developed by administrators and teacher organizations. Likewise, the Commission, the Governor's office, and the members of the General Assembly were strongly in favor of teacher evaluations and considered this to be a major priority in the education reform legislation. Bob Leininger (Governmental Liaison, ISBE) spoke very specifically about this matter. Leininger stated:

One of the things Governor Thompson asked Ted Sanders to do as soon as he came here was to keep the big five lobbying groups (IEA, IFT, IASB, Illinois Association of School Administrators, and the Illinois Association of School Principals) informed and keep them going. And then periodically we would meet with the Governor and Jim Reiley, (Director of Governmental Services).

BEST COPY AVAILABLE

It was almost like, well, we were told. That group (big five) was told. We were told first, so we could finesse it with the group, get them prepared to be sent in to Reiley's office and say it is going to be in there (testing and evaluation). Nothing else is going to go. This is an integral part of the total package. And teachers' unions whether you like it or not, there is going to be something in there. So let's work out something that is meaningful and that everybody can work with.

And I think that I should state one other thing that was a great influence on (the inclusion of the testing requirement), and that was Speaker Madigan. Madigan decided that one of his few priorities in education in this whole session was teacher evaluation. But that (evaluation) came and we backed into this other (testing) as part of the teacher evaluation process. And when Reiley talked to Madigan, and Madigan said nothing is going to go and I don't care what the unions say. Then it was time for us to say to the unions, "That's the way it is guys. Let's see what we can do, and we did." They are not fighting this thing at all. In fact the IFT is taking all kinds of credit.

These statements by Bob Leininger were quite revealing in that it was discovered that the testing requirement was mainly driven by the teacher evaluation issue and that the Governor's Office and the Speaker of the House had made it clear that teacher evaluation would be a major component with testing coming along for the ride. Since the teachers' unions did not oppose evaluation or pre-certification testing, it should not be surprising that testing prior to certification was not a widely discussed topic during the "summiting process". (See following page for an explanation of this term.)

After the Illinois General Assembly conducted its sub commmittee hearings, a group of influential legislative leaders (headed by State Sen. Arthur Berman) convened with their legislative aids and staff members from Governor James Thompson's office to engage in a series of meetings during the last two weeks of June. In these meetings (called the "summiting process") the legislators met regularly to work out the details of the entire excellence in education reform bill. Based on the information received during the Commission hearings and other research, the staff members established a list of issues that were: 1) agreed upon by all; 2) issues of agreement but

 BEST COPY AVAILABLE

conflicts over details; and 3) issues clearly in dispute. Certification testing for new teachers was on the list of agreed issues. According to Steve Henrickson (one of the legislative staff members for Sen. Berman) very little time was devoted to certification testing, when compared to other more controversial issues like the physical education mandates, school district reorganization, or school finance (personal communication, January 17, 1986). According to this staff member, totally 15-30 minutes were spent talking about certification testing during the first 4 to 5 hour meeting on agreed issues.

Once the "summiting process" was over, it was up to the legislative staff members to try to translate into statutory language what the legislators and Governor's staff wanted in the final draft of the excellence in education bill. What emerged (see Appendix D for exact language of the statute) was Senate Bill 730. In essence, this bill requires all initial candidates for certification to pass a test in basic skills and subject matter knowledge to be implemented by July 1, 1988. SB 730 also called for the ISBE to administer the exam and assure that is "racially neutral". Additionally, the bill called for the ISBE and the State Teacher Certification Board to ensure that all students entering an approved teacher education program were proficient in the areas of math, reading and language arts.

In our interviews with certain key actors in the legislative process, all reported that testing for initial certification was a widely agreed upon issue. For example, according to one of the Berman Commission members, State Rep. Helen Satterthwaite, the reason why the assessment and testing components were agreed upon by the Commission was that most members felt that the public voiced the call for a stronger review of new teachers.

BEST COPY AVAILABLE

Something had to be done to assure the public that quality was being demanded from these teacher training programs and their students (personal communication, December 6, 1985).

The political and educational emphasis on testing was also expressed in the Senate floor debates on SB730 by State Sen. Poshard. He claimed that parents and tax payers in his district were concerned about the academic training of the teachers going into the schools (SB730, 2nd Reading, July 2, 1985, p.97). All of the key legislative staff members who were at the "summitting process" all expressed the view that the legislators felt it was not only important to show the public that accountability through the competency testing of new teacher candidates was demanded by the state, but there was a hope that excellence could be achieved in education.

To conclude this section, the national education reform movement eventually reached Illinois. Similar to the Nation at Risk report, the Berman Commission issued its report on the state of education in Illinois. In it's report, the Commission called for the testing of new teachers prior to certification as well as testing to assure that teacher education students had an adequate knowledge of basic skills. Most of the Commission's recommendations were transformed into SB730 (except for testing prior to entry into teacher education programs).

The individuals which were interviewed typically agreed that the testing component was a necessary part of this reform because it demanded accountability from the new teachers but was secondary to the teacher evaluation initiative. Also, the testing requirement sent a message to the

BEST COPY AVAILABLE

public that the state government would be demanding greater accountability from its educational personnel and those institutions responsible for training them.

Part III. Political, Legal, and Equity Issues: Preliminary testing considerations in Illinois.

Thus far this paper has reestablished what it commonly known, that is, the Nation at Risk (as a policy statement) has generated major political activities under the rubric of educational reform. The most startling observation is how quickly states are adopting the initiatives outlined in a Nation at Risk. While there are numerous variations of legislation, implementation process, and initial outcomes, most education reform packages are largely the same. They typically include: major increases in state funding to education; more definitive statements on student outcomes; greater accountability from teacher education programs; and testing.

Most of the states which climbed on the "education reform bandwagon" early have become embroiled in legal controversy and implementation complications. These states' experiences have served as a teaching tool for those states (such as Illinois) which are only now attempting to get this train really rolling. More recently the reform legislations language and implementation procedures have become increasingly specific and sensitive to the legal and equity pitfalls.

Because certification testing has been a legal and political battlefront, the Illinois legislative language attempted to include guidelines to protect itself from the expected confrontations. However, the Illinois State Board

BEST COPY AVAILABLE

of Education which must be at the forefront in the process to create and manage the Illinois Certification Testing System. To accomplish this the ISBE must address questions such as: What instrument shall be used? How shall the instrument be validated; What level of test performance will be acceptable?; and How will the test impact the pool of new educational personnel? A look at the Illinois Certification Testing System request for proposal is the first indication of the ISBE vision for this system.

Few states education agencies have taken it upon themselves to develop, validate, and implement the certification testing system called for in the education reform packages. Even if state education agencies have the staff with the technical expertise to complete such a task, they rarely have a sufficient number of staff for maintaining the necessary activities associated with this process. Consequently most state education agencies have contracted with testing companies to develop, validate, and implement their certification testing systems.

Presently there are few companies capable or willing to take on such an undertaking. Even though having the testing contract for a state is very lucrative the threat of litigation, rigid requirements by the state education agencies, and other complexities (validation and standard setting) are deterrents. These are all part of the game if you have the heart and resources to play. The state education agency does not have the option of whether to play the certification testing game or not.

It must protect itself and the citizens of the state by establishing guidelines, in accordance with the legislation, which will result in a fair and legally defensible test. The Illinois Certification Testing System

BEST COPY AVAILABLE

(ICTS) request for proposal initiates the implementation of SB 730 (now P.A. 84-126 of the School Code of Illinois) Section 21-1a and attempts to address these concerns.

Following the passage of Senate Bill 730, ISBE staff began developing the request for proposal (RFP) for the development, validation, field testing and administration of the ICTS. On December 16, 1985 the RFP was disseminated to solicit proposals from prospective bidders to perform this activity and have an operational system in place by July 1, 1988. The ICTS will test those seeking early childhood, elementary, special, high school, school service personnel, or administrative certificates in the basic skills areas and subject matter knowledge. While these tests will be developed by an educational testing organization, final approval of all test objectives, items, and cut-off scores shall rest with the State Board of Education.

The goal, as stated, is for the contractor to produce a statewide testing system which: "ensures that candidates for certification have demonstrated proficiency in the basic skills areas and subject matter knowledge, identifies specific areas of performance for individual diagnosis and remediation; and provides test performance data that may assist Illinois institutions in modifying and strengthening their programs for preparing personnel for certification in Illinois". (RFP p.2). The obvious intent of this goal statement is that the testing system must accomplish more than mere screening at a prescribed level of proficiency. In addition to screening the system must also yield information which can be converted into diagnostic and remedial services while also assisting institutions to make program modifications based on the performance characteristics of candidates from their respective programs. These outcomes will be the result of paramount after validation and bias issues have been thoroughly addressed.

BEST COPY AVAILABLE

Establishing validity is one of the most important considerations to be addressed in the development and implementation of a testing system, leading to certification/licensure. Traditionally, the accumulation of validation evidence has been "grouped into categories called content-related, criterion related, and construct related evidence of validity (APA Standards for Educational and Psychological Testing 1985)". However, the courts (U.S. v South Carolina 445 F. Supp 1094 (1977)), the APA Standards (1984) and the Equal Educational Opportunity Guidelines on Employee Selection Procedures (1978) have agreed that such tests must be established as content valid based on a job analysis. Therefore content related evidence of validity can be viewed as "a central concern during test development" (APA standards 1985). While content validity can be viewed as the primary consideration in validating certification tests, ISBE seeks to go beyond content validity.

On the other hand criterion related validity is established by demonstrating the systematic relationship between test scores and one or more outcome criteria. Construct validity has been a widely used approach to most testing situations, however, criterion related validity is essentially important when measuring skills associated with certification/licensure. Consequently, the utilization of criterion referenced tests for teacher certification has negated the usage of norm referenced test within this context.

Nitko (1984) defines criterion referenced tests as tests built especially for enhancing "[...raw score interpretation by communicating an examinees behavior repertoire, rather than an examinee's ability relative to other examinees in the norm group...(p.9)." These tests are intended to measure" specific, explicitly job related performance objectives" (National

BEST COPY AVAILABLE

Evaluation Systems, 1985). Popham (1984) simply states that these tests "are supposed to tell us what it is that examinees can or can't do (p. 29)." National Evaluation Systems and ICX Assessment Associates have taken the position that they will develop only criterion referenced test for utilization in the certification of educational personnel. Since there is no agreed upon body of knowledge regarding pedagogical skills it may be true that the nature of criterion referenced tests hint at testing such skills. This may explain why so few states are using a test of pedagogical skills (e.g. Professional Knowledge component of the NTE) and why most are opting for criterion referenced tests.

Even though the RFP developed by ISBE staff, does not specifically require that a criterion referenced test be developed for Illinois, the requirements for the development of test objectives outline a criterion referenced approach by requiring job relatedness as well as curriculum and instructional validity. Unfortunately, the utilization of criterion referenced testing does not necessarily predict teacher effectiveness or eliminate the disproportionate impact on minorities.

Garcia (1985) and numerous others (Goertz and Pitcher 1985, Harnisch 1985, Yalow and Collins 1985) express dissatisfaction in the validation of tests used for certification and subsequent improper use by states. Most of the cited authors agree that tests currently used have marginal predictive value and have not been shown to be related to teacher performance. Yet, as states have attempted to validate their tests they have typically relied solely on content validation (which is legally defensible) and have only minimally followed the guidelines developed by the APA, EEOC, and test developers. Serious questions can be raised regarding the accuracy and

BEST COPY AVAILABLE

fairness of these tests. While most researchers are pessimistic about ever establishing testing as a predictor of teaching performance, the disproportionate failure of minorities on all competency tests poses a problem which can not be ignored.

McCarthy (1985) posited that if educational policy-makers followed the guidelines of the U.S. Equal Employment Commission (29 CFR 1607) for employment testing, then they could successfully meet a disparate impact legal challenge by racial minorities under Title VII of the 1964 Civil Rights Act (42 U.S.C. 2000e). She asserted that any U.S. Constitutional challenge would have to meet the stringent discriminatory intent standard established in United States v. South Carolina, 445 F. Supp 1094 (1977). In this case, the U.S. District court held that the NTE did not violate the rights of disqualified black teachers under the Equal Protection Clause of the 14th Amendment. She also stated that if states informed students well in advanced of the probable use of the test, and made sure that all the colleges of education addressed the material on the test in their courses, then the use of the test by the state will have met the challenge of those who might have claimed a due process violation under the U.S. Constitution. Finally, she said that teacher preservice entrance or exit exams would probably be upheld in the federal courts if: 1) the test was shown to be job related; 2) the competency called for on the exam was taught in the preservice program; 3) students who failed the exam were given adequate remedial help; and 4) students were given adequate notice of the intent to give the test. Our review of the competency testing data shows that many states did not give the colleges of education or the students in the state enough time to prepare for the exam. This will not be the case in Illinois since potential teacher candidates and teacher education programs have been

BEST COPY AVAILABLE

given a three year notice regarding the implementation of the testing system. Yet, it is not clear how those who fail the test are to be given "adequate remedial help".

McCarthy seemingly gives a "green light" to certification tests and places primary weight in the notion of content validation (job relatedness and instructional validity). While, sole reliance on content validity may be legally defensible: Is it ethically defensible in the case of minorities?

Early in the development of the RFP, the internal ISBE committee recognized the narrowness of sole reliance on content validity. Though of crucial importance, construct, concurrent, and differential validity will be used (in addition to content validity) in validating the test to be used in the Illinois Certification Testing system. Also, the internal ISBE committee took a further step by incorporating a panel of technical experts for the entire development and validation process to ensure that the necessary standards are met (e.g. APA standards and EEOC Guidelines).

Beyond the issue of validation during test development, is standard setting and the establishing of cut-off scores. In United States v. North Carolina 400 F. Supp. 343 (1975), the U.S. District court held that the state failed to validate the use of an arbritary cut-off score when the NTE was used for certification. Since no validation study was done, the court could not assume "that a score of 949 truly means that one does not possess enough knowledge to teach adequately" (United States v. North Carolina, 400 F. Supp. 343, 349). There is little question that the cut-scores determining whether an applicant passes or fails a test is of major importance. Depending on where a cut-score is set different groups will pass at

BEST COPY AVAILABLE

different rates. Cut-scores set in other states have resulted in disproportionate failures of minorities thereby posing an eminent threat to the future minority teaching pool. A test with cut-scores set too low will have high passing rates but will likely lose credibility with the public and legislators. Thus a dilemma exists.

Garcia (1985) identifies the reliance on a single cut-score as a procedure which should be avoided due to the lack of predictive validity and the resulting negative impact on minorities. He recommends that instead of a single cut-score, a passing range in scores be utilized with the realization that each test has a standard error of measurement. Even beyond this option, Garcia stresses that the cut-score not be used as the sole criterion for entering teacher education programs or the teaching profession. Multiple criteria should be used and assessments made over time before a determination is made whether a person is qualified to teach.

The Illinois RFP does not fully address the issue posed by Garcia. While it has incorporated an extensive process for determining cut-scores and recognized standard error of measurement, it does appear that a single cut-score (for each test) will be used. As the RFP requires that cut-scores be established for each test, it does not suggest the options of using passing ranges or multiple criteria. These options should possibly be considered during the discussions to write the companion regulations for implementing the testing system.

The impact which the testing program will have on minorities in Illinois cannot be speculated at this time. As noted earlier the data reported by Goertz & Pitcher (1985), Ekstrom & Goertz (1985) and Smith (1984) indicate

BEST COPY AVAILABLE

that those states which have implemented similar programs experience a disproportionate number of minorities who fail the test. Since there is virtually little or no data reported from midwestern states we caution speculation as to how Illinois minorities will perform. Yet ISBE staff have continuously and deliberately discussed this issue and included components in the RFP (e.g. minority review panel) which will result inn extensive analysis regarding test bias and the projected impact on minorities.

High failure rates will likely restrict the number of minorities entering and remaining in teaching. Why minorities fail these test is an intricate matter which may be the result or test bias, communication skills, and a one-sided emphasis of "cultural orientations normed in American society with Western European values (Garcia 1985)". Since testing has not been proven likely to improve the quality of teachers the question emerges as to whether the test simply denies access to those who score low. One possible solution may be to teach minorities how to pass the test. Also there are those who believe that this approach may have value in general for all students and could serve as a stimulus to make positive modifications in teacher education programs.

Flippo (1985) argued that we can not assume that certification testing for new teachers will promote quality. Flippo also highlighted the dangers in minimum competency testing for teachers. She noted that some of the teacher preparation programs (in states which have competency testing for new teachers) have designed the curriculum to teach toward the test. She went to say that this process created mediocrity. Since teaching to the test created mediocre students during the minimum competency movement of the late 1970s very soon we will see mediocore teachers teaching mediocre students.

27 BEST COPY AVAILABLE

So the rhetoric of excellence in education through teacher competency testing might result in only minimal competency and mediocrity. Those interviewed at ISBE do not share this belief.

When posed with the question as to whether teaching to the test could possibly undermine the initiative for excellence Superintendent Sanders and Assistant Superintendent Bentz were optimistic in their remarks.

Superintendent Sanders stated:

...You have the fear that they will teach to the test and is that wrong? Of course they are going to have to pass an examination in your discipline and that you are not going to make sure that your students are prepared to pass it. So you are going to hopefully be teaching to the objectives of the test not teaching to the test itself. So you solve part of that problem in the way we structure the test in terms of the test objectives and item security. And I don't think that is wrong.

As long as we are testing what are legitimate, needed skills, and knowledge to practice or required from the discipline before you can teach that discipline. And there is not a thing in the world in letting what it is we are testing to drive curriculum to that extent and the instruction (personal interview 1/8/86).

Assistant Superintendent Bentz held the similar belief that if the teacher education programs taught to the objectives, then there would be a positive outcome. She stated:

If in fact they try to drill in that kind of knowledge they feel people need to know to pass the test that might not be bad either. What I don't want to see is institutions deliberately creating testing programs previously used to create a new empire of coaching in the State of Illinois. But because of testing, the institutions try to do better for their kids in terms of providing them what they really need to know, I would think that would be possible (personal interview 1/ /86).

We are also optimistic that testing may result in teaching to test objectives rather than coaching students for the sake of passing the tests. However, we are fearful that institutions which train large numbers of

BEST COPY AVAILABLE

minority students may choose to coach these students especially if student performance becomes a criterion for the approval of teacher education programs (such has been the case in Florida and Georgia). Instead of teaching minority students how to pass the test we are more inclined to agree with Arcinega and Morey (1985) that the following action be taken: 1) improved access to college; 2) direct services to students to assist them to progress educationally; and 3) the enhancement of institutional capabilities.

The potential legal problems with regard to testing for the certification of new teachers is directly related to the fight for equity by racial minorities. These groups have had to use the courts to fight for the equity rights they typically could not obtain during the political process. To us, it seems as if minorities will have to use the courts again particularly if the tests are initially found to have a disparate impact on a particular group.

Conceptually, advocates for educational reform believe that excellence and equity can both be achieved if given the chance to work. Superintendent Sanders, Assistant Superintendent Bentz, certain legislators, and other interest groups believe this to be true. However, a potential conflict exists in meeting both objectives as they typically operate from the different philosophies. Certainly, there are equity measures in the excellence in education movement. For example, under SB 730, more state dollars will flow (at the outset) to disadvantaged children in some poor districts. There are also alternative educational programs for drop-outs and more measures designed to help boost the number of minority administrators (personal interview with Sup. Ted Sanders). These were promised during a time when everyone assumed the continuous fiscal health of

BEST COPY AVAILABLE

BEST COPY AVAILABLE

Illinois would stay constant. This may prove to be a dangerous assumption, considering that the state has yet to fully recover from the last economic recession. SB 730 might call for lofty equity goals, but it remains to be seen if Illinois and other states can (or are willing) to meet the full financial burden of these equity goals in the near future.

Second, even though equity and excellence are called for, historically one has come at the expense of the other. For example, during the late 1940s and early 1950 (and actually continuing into the early 1960s) there was a strong call for changes and reform in teacher education (Conant, 1963; Koerner, 1963). The states and the national accreditation systems were tightening standards in teacher education. Dillworth (1984) reported that "With the advent of these groups, the education and training of Black teachers sightly improved. However, these associations also put added pressure on Black colleges and universities by forcing them to play catch up with their white counterparts" (p. 19). So for this slight improvement in training, the black colleges (who trained most black teachers at the time) were forced to adopt the new guidelines or face deaccreditation, often times without the necessary financial resources to make the required modifications. Therefore, one could question whether equity and excellence can have a peaceful coexistence.

It seems to us that in theory the simultaneous achievement of equity and excellence is presently a euphoric goal. But in reality, equity and excellence have historically been a zero-sum game for minorities. Also the equity goals for minorities in education (teaching in particular) progressed at a steady pace during the 1960 and 70's. However, due to opportunities in

BEST COPY AVAILABLE

new careers (e.g., law and business) and cuts in financial resources available for minorities to attend colleges, these goals are eroding. (Fiske, 1986)

BEST COPY AVAILABLE

Recommendations

We will end our discussion of the testing of new teachers for certification with recommendations on how to improve the situation as it now stands. We offer these recommendations in a tone similar to that of a Nation at Risk while also incorporating recommendations offered by Garcia (1985).

1) States should seriously consider if the forthcoming legal, political and financial complications associated with this type of assessment will make the effort less than desirable;

2) If tests are used, they should be administered prior to certification and should offer useful information which can be used for diagnosis; remediation, and modification of teacher preparation programs;

3) States should provide the developer with sufficient time to develop the tests for their projected use (certification);

4) States should include validation processes consistent with the APA Standards, EEOC Guidelines and other legal requirements;

5) States should not rely soley on content validity merely because it is legally defensible and should consider criterion referenced tests as the more appropriate instruments for certification testing;

6) Data must be collected across minority groups (using a sample which is reflective of these groups' representation within the state) regarding their performance on the overall tests as well as individual items;

7) Cut-off scores must be reasonably set based on statistically sound data which will indicate the potential impact certain scores will have on particular groups;

8) States and test developers should closely analyze the terms of the Golden Rule Case as a major point of reference in dealing with bias and the issue of disproportionate impact.

9) States should seek to assure that in the effort to achieve excellence, equity will not be shortchanged.

In conclusion, it is our opinion that testing has the potential for achieving excellence in teaching, administration, and other related educational services. The potential can be realized if state education agencies, teacher educators, teachers, legislators, administrators, and interest groups approach this issue as a shared responsibility. Excellence can be achieved but it can not be at the expense of equity. If excellence or equity are overshadowed by the other as a result of a state's education reform activities, then there will be no true reform.

5317f

References

American Psychological Association, American Educational Research Association, and National Council on Measurement in Education.)1985). Standards for education and psychological testing. Washington, D.C.: American Psychological Association.

Arciniega, T.A. and Morey, A.T. (1985). Hispanics and Higher Education: CSU Imperative (Final report) of the Commission on Hispanic Underrepresentation). Long Beach, CA: The California State University, Office of the chancellor

Carlson, P. (1985, March 31-April 14). The Impact on Preparation Institutions of Competency Tests for Educators. Paper presented at the Annual Meeting of the American Educational Research Association. Chicago.

Carnegie Foundation for the Advancement of Teaching. (1983). High School: A Report on Secondary Education in America.

Competency Assessment Activities by State. Presented at the Education Commission of the States Large Scale Assessment Conference. Boulder, Co June 1985.

Dillworth, M.E. (1984). Teachers' Totter: A Report on Teacher Certification Issues. Washington, D.C.: Howard University Institute for the Study of Educational Policy.

Ekstromm, R.B., and Goetz, M.E. (1985). The teacher supply pipeline: The View from Four States. Paper presented at the Annual meeting of the American Educational Research Association, Chicago, IL.

Fiske, Edward B. Ranks of Minority Teachers are Dwindling, Experts Fear. New York Times. Feb. 9, 1986. Sect. 1 , p. 1 & 14.

Flippo, R.F. (1085, March 31-April 4). Teacher Certification Testing Across the United States and A Consideration of Some of the Issues. Paper presented at the Annual Meeting of the American Educational Research Association, Chicago.

Freeman, L.D., Hess, R. & Kasik, M.M. (1985, March 31-April 4). Teachers and the Law. Paper presented at the Annual Meeting of the American Educational Research Association, Chicago.

Garcia, Peter A. A Study on Teacher Competency Testing and Test Validity with Implications for Minorities and the Results and Implications of the Use of the Pre-Professional Skills Test (PPST) as a Screening Device for Entrance into Teacher Education Programs in Texas. Final Report NIE Grant No. NIE-G-85-0004. National Institute of Education. Wash. D.C. Aug. 1985

Gideonse, H.D. (1985). State Education Policy in Transition: Teacher Education. Phi Delta Kappan. 66, 205-208.

BEST COPY AVAILABLE

Goertz, M.E. Ekstrom, R.B. & Coley, R.J. (1984). The Impact of State Policy on Entrance into the Teaching Profession (Report No. G83-0073). Washington, D.C.: National Institute of Education.

Golden Rule Insurance Company v. Mathias, ILL. App. 408 N.E. 2d 310 (1980).

Hammond-Darling, L. (1984). Beyond the Commission Reports: The coming Crisis in Teaching. (Report NO. R-3177-RC). Santa Monica, CA: Rand Corporation.

Harnisch, D.L. (1985, April). Computer Application Issues Certification and Licensure Testing. Paper presented at the annual meeting of the American Educational Research Association, Chicago, IL.

Illinois State Board of Education, A Study of the Quality of the Preparation and Performance of Illinois Educational Personnel: Staff Recommendations: Springfield, IL: Illinois State Board of Education, April 28, 1983.

Illinois State Board of Education. Illinois Certification Testing System: Request for Proposal. Springfield, IL (December 16, 1985).

Illinois Commission on the Improvement of Elementary and Secondary Education (1984). Excellence in the Making. Springfield, IL: Illinois State Board of Education.

Kauchak, D. (1984). Testing Teachers in Louisana: A Closer Look. Phi Delta Kappan, 65, 626-628.

Kelley, M.F. (1985, March 31-April 4). The Arizona Performance-Based Teacher Certification Program. Paper presented at the Annual Meeting of the American Educational Research Association, Chicago.

Marsh, D.D. (1985). Policy and Practice Issues in Preservice Teacher Education: The California Experience. Journal of Teacher Education, 36, 33-36.

McCarthy, M.M. (1985, March 31-April 4). Competency Tests in Public Employment: A Legal View. Paper presented at the Annual Meeting of the American Educational Research Association, Chicago.

McPhee, S.A. & Kerr, M.E. (1985). Scholastic Aptitute and Achievement as Predictors of Performance on Competency Tests. Journal of Education Research, 78, 186-190.

Murane, R.J. (1983). Understanding the Sources of Teaching Competence: Choices, Skills, and the Limits of Training. Teachers College Record. 84, 564-569.

National Commission on Excellence in Education. (1983). A Nation at Risk, Washington, D.C.: U.S. Department of Education

National Commission for Excellence in Teacher Education. (1985). A Call for Change in Teacher Education. Denver

National Evaluation Systems. Improving Education Through Certification Testing. National Evaluation Systems. Amherst, Mass. 1985.

Nitko, Athony J. Defining "criterion-referenced test". In R.A. Berk (Ed.) A Guide to Criterion Referenced Test Construction. Baltimore, MD: Johns Hopkins University Press, 1984 p. 8-28.

Popham, W. James, "Specifying the domain of content or behaviors." In R.A. Berk (Ed.) A Guide to Criterion Referenced Test Construction. Baltimore, M.D. Johns Hopkins University Press, 1984 p. 3-28.

Pugach, M.C. & Raths, J.D. (1983). Testing Teachers: Analysis and Recommendations. Journal of Teacher Education, 34, 37-43.

Sandefur, J.T. (1985, March). State assessment trends. AACTE Briefs, 6(2), pp. 21-23.

Scherer, M. (1983). Who's afraid of teacher competency tests? Instructor, February, 48-51.

Senator Poschard. SB730, 2nd Reading. July 2, 1985, p. 97.

School Code of Illinois. Chapter 122, new paragraph 21-1a. West Publishing Company. St. Paul MN. (1985).

Smith, G.P. (in press). The impact of competency tests on teacher education: Ethical and legal issues in selecting and certifying teachers. In M. Haberman (Ed.), Research in Teacher Education. Norwood, NH: ABLEX publishing Company.

State Activity. (1980). Phi Delta Kappan, 62(2), 99.

Sykes, G. (1983). Teacher preparation and the teacher workforce: Problems and Prospects for the 80's. American Education, 19, March, 23-31.

U.S. Equal Employment Opportunity Commission. Uniform Guidelines on Employee Selection Procedures. 29 CFR 1607.

United States v. North Carolina. 400 F. Supp. 343 (1975).

United States v. South Carolina, 445 F. Supp. 1094 (1977).

Weaver, W.T. (1984). Solving the problem of teacher quality, Part 1. Phi Delta Kappan, 66, 108-115.

Yalow, E.S., & Collins, J.L. (1985, April). Meeting the challenge of content validity. In J. Rose (chair), The assessment boomerang returns: Competency tests for education. Symposium conducted at the annual meeting of the American Educational Research Asscciation, Chicago, IL.

BEST COPY AVAILABLE

Appendix A

Table 1
States Mandating Competency Assessment of Teachers—1984

	Mandate		Date	Level		Skills Tested				Type of Test	
State	Legislative	St. Bd. of Educ.	Mandated/Implemented	Admissions	Certification	Basic	Professional	Academic	On-the-job	National Std	Customized
Alabama		X	80/81	X	X	X	X	X		X	X
Arizona	X	X	80/81	X	X	X	X				X
Arkansas	X	X	79/83		X	X	X	X		X	X
California	X		81/83	X	X	X		X		X	X
Colorado	X		81/83	X		X				X	
Connecticut		X	82/83	X	X	X	X	X		X	X
Delaware		X	82/85		X	X				X	
Florida	X		78/80	X	X	X	X		X		X
Georgia		X	75/78		X			X	X		X
Hawaii**		X	84/85			X	X	X		X	
Indiana	X		84/85	X	X	X	X	X		X	
Kansas	X		84/86		X	X	X			X	
Kentucky	X	X	82/83-85	X	X	X	X	X	X	X	
Louisiana	X		77/78		X	X	X	X		X	
Maine	X		84/88		X	X	X	X		?	?
Massachusetts		X	79/82		X	X	X	X			X
Mississippi	X	X	82/86	X	X	X	X	X	X	X	
Missouri		X	83/84	X		X				X	
Nebraska	X		84/85	X	X	X		X	X	?	?
Nevada		X	84/86	X	X	X		X	X	X	
New Hampshire		X	84/85		X	X				X	
New Jersey		X	84/85		X		X	X		X	
New Mexico	X	X	81/83	X	X	X	X	X		X	
New York		X	83/84		X	X	X			X	
North Carolina		X	79/82	X	X	X	X	X	X	X	
Oklahoma	X		80/82		X	X	X	X	X		X
Oregon		X	82/85	X	X	X				X	
Pennsylvania		X	84/87		X	X	X	X	X	?	?
Rhode Island		X	80/81		X			X			X*
South Carolina	X		79/83	X	X	X	X	X	X	X	X
Tennessee		X	79/79	X	X	X	X	X		X	
Texas	X		81/84-86	X	X	X	X	X	X	X	X
Utah		X	79/80	X		X				X	
Vermont		X	80/82		X		X	X	X		X
Virginia	X		80/85		X	X	X	X	X	X	X
Washington		X	78/83	X		X				X	X
West Virgina		X	82/85		X	X	X	X		X	X
Wyoming		X	82/82	X		X				X	
TOTALS-38	17	26		21	32	34	25	26	13	28	16

* Vocational teachers only.
** Hawaii uses competency tests for employment only, not for admission or certification

Source: Sandefur, J. T. (1985, March). State Assessment Trends. AACTE Briefs, 6(2), p. 18.

BEST COPY AVAILABLE

Appendix B
States and Testing Programs - 1985

			NTE				Customized		
States	ACT	SAT	PPST	Core Battery	Spec.	Other Sta.	Basic Skills	Spec.	Pre.
States	ACT	SAT	PPST	Battery	Spec.	Other Sta.	Skills	Spec.	Pre.
Alabama	16	745					X E	X	
Arizona							X EM		
Arkansas				X	X				
California				X	X		X CBEST		
Colorado						CAT EM	X EM		X
Connecticut							X		
Delaware			X	?	?				
Florida	17	835			X		X EM		X
Georgia								X	X
Hawaii				X	X				
Indiana			X	X					
Kansas			X	X					
Kentucky				X	X	CTBS EM			
Louisiana				X	X				
Maine						X			
Mississippi	16						X		X
Missouri	18	800							
New Hampshire			X						
*New Jersey				X	X		NJPST		
New Mexico				X	X				
Nevada			X						
New York				X					
N. Carolina				X	X				
Oklahoma							X	X	
Oregon						CAT CBEST			
Rhode Island							X2		
S. Carolina					X		X		
Tennesee	17	765		X	X	CAT			
*Texas			X					X	X
Utah							X		
Virginia				X	X				
*W. Virginia				X	X			X	
Wyoming						CAT			
			6	14	13		11	6	7

* Combination NTE and Customized

DLN/5317f

BEST COPY AVAILABLE

G. Pritchy Smith (in press) Minority Performance on Teacher Competency Tests: A State by State Analysis

1. Since 1978 the number of new teachers produced by 45 predominantly black American Association of Colleges of Teacher Education (AACTE) member institutions has declined 47%.

2. In Alabama, black candidates passed 43% of the tests, compared to 86% for Anglos (1981-1983).

3. In Arizona, the pass rates were 41% for blacks, 36% for Hispanics, 25% for Asians, 19% for Native Americans, and 70% for Anglos (1983).

4. In Florida, reports for 1982-83 on the Florida Teacher Certification Examination show a 90% to 92% pass rate for white teacher candidates, 35% to 37% for black candidates, 51% to 57% for Hispanic candidates.

5. In Georgia, in 1983, with 22,261 students taking the Criterion Referenced Teacher Certification Test (CRTCT), 34% of the black candidates passed, compared with 87% of the white candidates. The 1,184 black candidates who passed the CRTCT made up only 6.7% of the teachers qualifying for certification.

6. In Louisiana, 15% of black teacher candidates compared with 78% of the white candidates have passed the National Teacher Examination (NTE). Just over 40 black students per year pass the NTE, which has reduced the

number of black teachers drastically in Louisiana. Thirty-seven percent of school children and 47% of the teaching field is black. With testing, only 5% of new teachers are black based on data between 1978-82.

7. For Mississippi, competency assessment cannot be determined with exactness from available data. The pass rates for candidates from historically black institutions range from 54% to 70% compared with 97% to 100% for predominantly white state institutions.

8. Oklahoma administers a criterion-referenced and competency based test. The over-all pass rate shows black candidates, 45%; Hispanics, 71%; Native Americans, 70%; Orientals, 82%; and Anglos, 79% (1982, 1983, 1984 results).

9. In texas, in the first official testing of the Pre-Professional Skills Test (PPST), passing rates for blacks were 10%; Hispanics, 10%; and whites, 62%. for blacks were 10%; Hispanics, 19%; and whites, 62%.

10. In Virginia, the pass rate was 56% for black candidates and 97% for white candidates (1984) on th NTE.

11. There is a low correlation between self-reported grade point averages (GPA's) and the pass/fail status on the California Basic Educational Skills Test (CBEST) in California. This raises a serious question about measuring competence with the CBEST, not only for minority candidates. but for all candidates.

BEST COPY AVAILABLE

12. American Testing Service, a test designer, is not prone to publish test results by ethnicity which can make data collection difficult for researchers seeking data on minority groups.

5317f

Appendix D

Text of Section 21-1a of The School Code of Illinois

(Ch. 122, new par. 21-1a)

Section 21-1a. Tests required for certification. (a) After July 1, 1988, in addition to all other requirements, early childhood, elementary, special, high school, school service personnel, or administrative certificates shall be issued to persons who have satisfactorily passed a test of basic skills and subject matter knowledge. The tests of basic skills and subject matter knowledge shall be the tests which from time to time are designated by the State Board of Education in consultation with the State Teacher Certification Board and may be tests prepared by an educational testing organization or tests designed by the State Board of Education in consultation with the State Teacher Certification Board. The areas to be covered by the test of basic skills shall include the basic skills of reading, writing, grammar and mathematics. The test of subject matter knowledge shall assess content knowledge in the specific subject field. The tests shall be designed to be racially neutral to assure that no person in taking the tests is thereby discriminated against on the basis of race, color, national origin or other factors unrelated to the person's ability to perform as a certificated employee. The score required to pass the tests of basic skills and subject matter knowledge shall be fixed by the State Board of Education in consultation with the State Teacher Certification Board. The tests shall be held not fewer than 3 times a year at such time and place as may be designated by the State Board of Education in consultation with the State Teacher Certification Board.

The provisions of subsection (a) of this Section shall apply equally in any school district subject to Article 34, provided that the State Board of Education shall determine which certificates issued under Sections 34-8.1 and 34-83 prior to July 1, 1988 are comparable to any early childhood certificate, elementary school certificate, special certificate, high school certificate, school service personnel certificate or administrative certificate issued under this Article as of July 1, 1988.

A person who holds an early childhood, elementary, special, high school or school service personnel certificate issued under this Article on or at any time before July 1, 1988, including a person who has been issued any such certificate pursuant to Section 21-11.1 or in exchange for a comparable certificate theretofore issued under Section 34-8.1 or Section 34-83, shall not be required to take or pass the tests in order to thereafter have such certificate renewed.

The State Board of Education in consultation with the State Teacher Certification Board shall conduct a pilot administration of the tests by administering the test to students completing teacher education programs in the 1986-87 school year for the purpose of determining the effect and impact of testing candidates for certification.

The rules and regulations developed to implement the required test of basic skills and subject matter knowledge shall include the requirements of subsections (a), (b), and (c) and shall include specific regulations to govern test selection; test validation and determination of a passing score;

BEST COPY AVAILABLE

administration of the tests; frequency of administration; applicant fees; frequency of applicants' taking the tests; the years for which a score is valid; and, waiving certain additional tests for additional certificates to individuals who have satisfactorily passed the test of basic skills and subject matter knowledge as required in subsection (a).

DLN/5317f

BEST COPY AVAILABLE